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"When I moved here four and a half years ago," Fanny Flores says, "the parking lot was so crowded at night with drug activity and cars from all over that we couldn't sleep.-I wanted to move again right away". Now, Flores says, "I wouldn't want to live in any other development than Valencia."

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### THE RECOVERY YEARS MAY 8, 1989 TO AUGUST 27, 1993

#### FRONT COVER

### BERNAL DWELLINGS: THE DREAM CONTINUES

Background: The Existing Bernal Dwellings Highrise Foreground: The Proposed New Bernal Dwellings

Cover Concept and Design by: Jodi Greco and Victoria Vargas with Jose Gamez

# SAN FRANCISCO HOUSING AUTHORITY



440 TURK STREET • SAN FRANCISCO, CALIFORNIA 94102 • TELEPHONE (415) 554-1200

August 12, 1993

Lewis Lillian, President San Francisco Housing Authority Commission



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## REFERENCE BOOK

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David Gilmore Executive Director

DG/gh

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August 12, 1993

Lewis Lillian, President San Francisco Housing Authority Commission 440 Turk Street San Francisco, CA 94102

Dear Commissioner Lillian,

It is with pride, gratitude, and affection, that I present to you, the full Commission, residents of public housing, and to the City and County of San Francisco, my final report as Executive Director of the San Francisco Housing Authority.

After more than four years as Chief Executive of this wonderful agency, I leave here extremely proud of what we have accomplished together in a relatively short time. I am very grateful to you and the other Commissioners under whom I have served for the opportunity to come to San Francisco and be a part of the renaissance of this important enterprise. I will always carry with me an affection for the city, its public housing residents, and the many people who have supported me and my work and have become my friends.

The quest for excellence is well underway at the San Francisco Housing Authority. With continued support of the fine staff we have assembled and maintenance of the high professional standards we have established, there is every reason to believe that the goal can and will be achieved in the years to come.

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David Gilmore Executive Director

DG/gh

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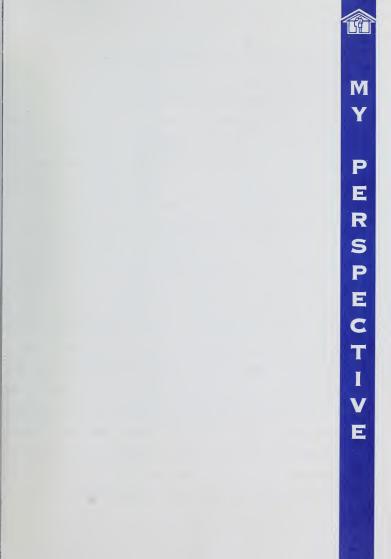
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This is my final report as Executive Director of the San Francisco Housing Authority. The agency I inherited 4-1/4 years ago was one of the more seriously distressed in the nation. One of only 24 Authorities on HUD's infamous list of "troubled" PHAs and one of only two so designated Authorities on the west coast, the agency had, shortly before my arrival, been publicly characterized by local HUD officials as "out of control". A civil grand jury issued a report which characterized conditions at some developments as worse than those at the San Bruno jail.

Four-plus years later I am proud to report that this agency is now firmly IN CONTROL, has been removed from its previous "troubled" status, and has been designated by HUD for the past two consecutive fiscal years as a "standard performer". I now return to you for your preservation and safe-keeping an agency restored to full fiscal health, a negligible vacancy rate, a comprehensive capital restoration plan and dramatically increased funding to implement it, and a completely remodeled maintenance service delivery program in its final stages of implementation. If the programs and plans I have set in motion are maintained and perpetuated, this agency will never again be troubled and may well become one of the high performers among public housing authorities in the United States. I have kept the promises I made to you, the residents, and the City of San Francisco, more than 4 years ago. In the 4-1/4 years I have served as this agency's chief executive officer I have chronicled the Authority's rise from the depths of despair in 5 major widely distributed reports and nearly 1100 pages of narrative, graphs, and supporting documentation. During no other period in its recent history has the San Francisco Housing Authority been so deliberate, responsible, and forthcoming in informing its constituency of its problems, activities, and progress. In my first report to you issued within a few months

of my arrival, I shared with you my assessment of the condition of the Authority as I found it. In this last report, I'll share with you my assessment of the Authority today, in contrast with that first report. I believe you will find the differences dramatic and, for those of you who have been participants, quite gratifying.

I have said consistently throughout my tenure that, in this arena, even the best manager cannot hope to succeed alone. I am extremely proud of my stewardship of this agency through this period of profound recovery but I cannot imagine the achievements absent the following 5 elements:

- \* a staff of incomparable commitment and competence
- \* supportive, hard-working residents with dreams and determination to achieve them
- HUD staff who view themselves as partners, not adversaries
- \* a city administration committed to the program and invested in the outcome
- \* a Commission prepared to take the necessary risks, and endure the heat which results from change

Indeed, one of the accomplishments of which I am most proud is the assemblage of one of the finest, most capable staffs in this industry. They have given me the gift every CEO covets; the time and freedom to think and dream, to give the agency a framework and direction, and then to leave in their most capable hands, the collective task of managing its day-to-day affairs. If we have achieved some national prominence for our local accomplishments; if we have



been successful fund raisers during a time of diminishing resources; if we have had an impact on national efforts to preserve and improve public housing through endeavors such as the National Commission on Severely Distressed Public Housing and membership on the Council of Large Public Housing Authorities, that has been possible by virtue of this fine staff's work here at home.

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We have enjoyed the support of some of the most capable, talented, and principled residents it has ever been my good fortune to know. In the face of often strong incentive to do otherwise, some very courageous women and men have come forward, leaving behind a safer anonymity, stood for election, and assumed the thankless job of resident leadership. They share a large measure of the credit for the successes we have achieved. They have worked with us in developing our major reconstruction plans. They have been with us in the development of progressively improved annual operating budgets. Their support of our capital improvement plans has helped secure the needed funding and facilitate the work. They have worked with us in developing small tenant-run businesses and resident management activities.

There are a handful of San Francisco's grumpiest, most discordant citizens who, with the mindless assistance of a weekly gossip column masquerading as a newspaper, have spent the last 4 years in an obsessive, failed effort to discredit this administration and characterize us as antitenant. Though their main strategy has been to portray themselves as public housing advocates, a simple look at who they really are reveals their true motivation and betrays them as the pretenders they really are. They are supported by a local "think tank" of decidedly conservative



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political persuasion. They are vocal proponents of the Kemp-ian philosophy of government responsibility to house the poor which talks of "empowerment" when they really mean diaspora. The leader of the pack is the named plaintiff in a NIMBY-ist lawsuit to block the reconstruction of Robert B. Pitts Plaza, the very heart of which was a racist effort to prevent hundreds of lowincome, predominantly minority San Franciscans from returning to the community which was theirs to begin with. Thankfully, they have failed, utterly and completely!

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Though not without its contentious moments, our relationship with the local HUD officials was most often cordial, cooperative, and productive. I have learned from past and recent experiences how critical that is to the long term success of the endeavor. Former Regional Administrator Robert DeMonte for HUD Region IX set the tone and his interim successor John Wilson maintained it. At the field level, Mike Flo, Director of Management, epitomizes everything that is positive and constructive in a public servant.

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In many ways, though not an exact chronological match, the "recovery years" about which I write might well be viewed as co-terminous with the administration of former Mayor Art Agnos. I remember so clearly the day he hosted a reception for fellow members of the Council of Large Housing Authorities, all Executive Directors of large city agencies across the nation, and left them awestruck and envious of the relationship we enjoyed and this mayor's deep commitment to improving public housing in this city. He risked much in supporting the Commission's decision to bring me to San Francisco and showed extraordinary character and

courage in refusing to bend to political pressure. His support of my work never faltered, his constructive guidance was invaluable, and his recognition of our successes frequent and consistent. During his administration, we were "at the table". We were truly an integral part of the fabric of the governance of this city. That is true only partly because of the close relationship which emerged between the Mayor and me. More important, it is true because the Mayor had a deep and abiding personal interest in this agency of long standing and because he genuinely, cares about the well-being of its residents. That is, unfortunately, an all-too-rare occurrence, nationally, and no longer so in San Francisco.

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Finally, I want to pay tribute to several Commissioners whose support of me and my efforts was unwavering though the political and emotional cost was often quite high. Commissioners Lew Lillian, Rev. Harry Chuck, Bob Boileau, Bill Drypolcher, and former Commissioner Father Jim Goode were the moving forces who first recognized the depth and intensity of the problem and then together provided the leadership under whose guidance, the solutions were sought and found. Not before in my experience with governing bodies have I encountered one as brave, selfless, energetic, and capable as this. Together, these very special people are, indeed, the Commission of the recovery.





In my first report, I focused attention on a number of programmatic and operational areas in which I found deficiencies.

In the area of management, the "first among equals" aspect of the agency's mandate, I spoke of a number of serious problems which would require attention. Among them were an unacceptably high vacancy rate, a highly centralized but poorly defined and inadequately structured maintenance program, no program for preventive maintenance, no inspection program to assess needs, and no plan for addressing security and the intense feeling of insecurity felt by many residents.

On the financial front, I identified the absence of an operating reserve, the documented inability of the agency to account for its fiscal condition, its indebtedness, and lack of an automated information system as among the most serious and immediate needs the Authority would need to address.

I estimated the severity of the Authority's long and short term capital need, of resident services, an appropriate role for resident management, and others, and described approaches the agency would take in the coming years.

In this, my last report to the Commission, I want to highlight our major achievements which are, together, the legacy of my tenure as the Executive Director of the San Francisco Housing Authority.

### HUD ASSESSMENT OF SFHA'S PERFORMANCE:

THEN

\* SFHA had been designated by HUD as among the 22 worst performing public housing authorities in the nation. Applied retroactive to 1989, HUD's Public Housing Management Assessment Program (PHMAP) would have resulted in a total score of less than 29%

#### NOW

\* The Authority was removed from HUD's "troubled PHAs" list in 1992 and was rated a "standard performing authority" for the second consecutive year, with a score of nearly 70%, a 300% improvement.

The San Francisco Housing Authority was classified as "financially and operationally troubled" by HUD in 1984. Such designation is reserved for those agencies which are unable to maintain operating reserves or account fully for the management of their funds, who are unable to maintain apartments and common areas and who have no programs to improve performance, whose vacancies are high, whose rent collection record is poor, and whose expenditure of modernization funds is inadequate and untimely. In general, all of these deficiencies were present to one degree or another at this Authority through the 1980s.

In June, 1991, following an extensive tour of SFHA facilities, and meetings with staff, residents, the Mayor, and other officials, the then-Assistant Secretary for Public and Indian Housing had words of praise for the progress being made at the Authority and publicly predicted that the Authority would soon be dropped from HUD's "troubled" list. His prediction proved accurate.

Though an audit by the HUD Regional Inspector General (which we have consistently maintained was incompetently performed and politically motivated) temporarily cast doubt as to the accuracy of our performance assessment, that same HUD official came to San Francisco and, in a hearing before Congressman Tom Lantos' Subcommittee on Government Operations, declined to accept the Inspector General's finding that the Authority be re-designated as "troubled". Instead, he said, the true story would be told in the results of the second year evaluation, the completion of which was imminent.

The Assistant Secretary's decision was based upon his faith that the Authority's progress was, indeed, real (based upon first-hand knowledge) and that our performance would be sustained in the second year. His faith was fully justified as that second year evaluation substantiated that we had, indeed, achieved our way off that list of troubled PHAs through significant improvement in performance.

### VACANCIES:

THEN

- \* The number of vacant units had reached as high as 11%. More than 650 desperately needed apartments were vacant, many uninhabitable.
- \* Average time required to reoccupy new vacancies exceeded 125 days

NOW

- \* By August, 1991, the percentage of units vacant had been reduced to 2% (an occupancy rate of 98%). Since then the occupancy rate has averaged 98.5%, frequently hitting 99%.
- \* Average vacant unit reoccupancy time has been reduced to 28 days

The Authority's ability to achieve and maintain an appropriately high occupancy rate is important for several reasons. First, and perhaps most obvious, it is unacceptable to leave apartments vacant in the face of an extraordinary need. That need has been clearly demonstrated in the growth of the waiting list over the past few months since the application process, closed for the previous 7 years, was reopened to the public.

Beyond that, at current average rent (\$206 per month), an additional 650 occupied units brings in more than \$1.6 million in annual operating revenue, a major contribution to the restoration of this agency's healthy fiscal condition; residents who live next to or near vacant units are far less safe and secure; vacancies left unoccupied tend to beget more vacancies and so on goes the cycle; and proliferation of vacancies conveys an impression of management inefficiency or incompetence to residents and the public-at-large.

### MAINTENANCE:

### THEN

- No minimum standards in effect governing condition of apartments nor program set to assure acceptable condition
- \* Fewer than 98 full time maintenance workers employed
- \* Backlog of uncompleted workorders exceeded 10,000
- \* No preventive maintenance programs in place
- \* Authority unable to calculate response time for routine workorders
- \* Apartments and common areas not regularly inspected

### NOW

- \* Minimum quality standards have been in place for two years and the Authority will complete a citywide inspect and repair program in 1994.
- \* During the current fiscal year the number of budgeted full time maintenance workers will increase to 234
- \* Though the Authority received and completed more than 30,000 workorders annually during this period, the backlog has been reduced to less than 5600, fewer than 1 work order per unit. The inspect and repair program will effectively eliminate that backlog by 1994.
- \* Preventive maintenance programs covering all major functional systems are now in place.
- \* Response time for routine maintenance work now averages 15 days
- \* Apartments and common areas are now regularly inspected

Along with security and vacancies, the Authority's inability to delivery a quality

maintenance service in a predictable and timely manner ranked among the most frequent



criticisms of the agency. It lacked the manpower, systems, tools and equipment, and perhaps, the will to do so.

In this agency, contrary to most common wisdom, management and maintenance were separate organizational entities which communicated with one another only voluntarily. Consequently, management had little or no say over the delivery of maintenance services though managers were and are held accountable for the conditions of their developments. One of my earliest organizational decisions joined management and maintenance into a single division, headed by one of the most capable deputies I have known in my career.

Beside being severely understaffed, under-equipped, and under-capitalized, the maintenance delivery organization was completely improperly structured. Highly centralized maintenance employees were deployed from a single location, fairly remote from most developments. Materials and supplies were warehoused in that same deployment location rather than at the work sites. Consequently, workers characteristically spent half or more of each work day in their trucks and often needed to return to the central warehouse for the materials needed to complete a job. Today, a decentralized work force operates out of seven area maintenance shops, each of which is in close geographic proximity to the 2 or 3 developments it services. Each of which stocks its own supply of materials, and is supervised by a maintenance superintendent who works closely with the property managers and local residents in determining service priorities.

My tenure draws to a close as the fifth and final year of the maintenance workout plan gets underway. In the previous annual increments, the maintenance program has been redefined,

restructured and decentralized. The staffing level has been more than doubled, inspection programs developed and implemented, and preventive maintenance operations implemented for heating and power plants, elevators, emergency systems, and others. The final phase in the stabilization of maintenance at the Authority involves establishing a brand new starting point. To do so will require elimination of the backlog which resulted from previous inadequacies, and the simultaneous conversion to a new maintenance cycle in which inspection and repair of identified deficiencies are closely scheduled and coordinated and occur within days of one another. In the end, we will have converted our system from a reactive one which relied almost solely upon tenant-initiated complaints to an anticipatory one which gathers information about condition through inspection and PLANS and delivers efficient, responsive, and timely corrective action.



#### FISCAL MANAGEMENT:

#### THEN

- \* The San Francisco Housing Authority had NO OPERATING RESERVE which is required by HUD regulations and is absolutely essential to the health and stability of the organization
- \* The Authority was \$12 million in debt to HUD, PG&E, and the San Francisco Water Department
- \* More than \$3 million had been spent on a computer system which never functioned, leaving the agency with an obsolete and wholly inadequate management information system
- \* HUD-required annual independent audits had not been completed for prior 7 years
- \* The Authority had failed to identify and pursue nearly \$4 million in federal operating subsidy to which it was entitled
- \* Weak or non-existent budget and fiscal controls hampered the Authority's ability to account for its expenditures

#### NOW

- \* An Operating Reserve, currently approximately \$9.6 million has been restored
- \* The Authority retired all outstanding indebtedness in 1991
- \* A new, state-of-the-art MIS system has been designed, purchased, and is currently being installed. Litigation has been initiated to recover losses stemming from the previous unsuccessful MIS system development effort
- \* Nearly \$4 million in previously unidentified and unclaimed HUD subsidy has been received
- Full budget and fiscal controls have been established and 98% of all previous audit findings have been corrected and closed

The San Francisco Housing Authority pumps more than \$ 100 million into the San Francisco and Bay area economies each year. That amount is substantially higher than it was in 1989 because the level of our operating subsidy is increased; we have attracted substantially higher annual federal grants for capital improvements; our Section 8 certificate and voucher program has grown significantly during the period and along with it, the rental assistance payments we make to private landlords; and we have encumbered and spent million of dollars in previously awarded but unspent modernization funds. This makes us among the larger business enterprises in the area. Given the financial magnitude of the organization and the dire human consequences if we fail, it is easy to understand how inadequate fiscal management might well be viewed as among the most serious problems we faced. That circumstance is not relieved by the fact that we are a public agency with substantial federal backing. An agency with no operating reserve is without opportunity to develop and implement programs of critical consequence to its residents. One with inadequate fiscal controls cannot put its resources to their highest and best use and, thus, cannot maximize its ability to serve its clients. In our case, had we failed to remedy a severely deficient fiscal condition we would have been unable to implement our 5 year maintenance workout plan, could not have doubled our maintenance workforce, could not have initiated our security program in senior developments, could not have fulfilled our promise to build a resident hiring program, or create a craft apprenticeship program for residents. Fortunately, for these and other similar initiatives, we did not fail.

Because we did not fail, we have been able to increase our maintenance staff capacity from 98 to 234 full time direct service employees who do an excellent job of fixing broken

facilities and equipment, paint, keep heat, lights, and hot water in full service, keep buildings and grounds clean, and perform so many more critical functions.

Because we did not fail, we have been able to institute site security in many buildings housing senior residents. Some buildings have trained security presence around the clock, seven days per week. Others are staffed for one or two shifts per day. From all accounts, including those heard during public testimony at Commission meetings, the presence of security has made a marked difference in the quality of life at those residences.

Because we did not fail, seven residents are in craft union apprenticeships as painters, carpenters, tile setters, glaziers, and plumbers.

Because we did not fail, 129 public housing residents have been hired at full wages by the Authority and residents represent 17% of our work force.

Because we did not fail, we were able to formulate an Employment Placement Program in concert with a well known community based agency.

And, because we did not fail, we are far better prepared than ever before to sustain these efforts in the face of the always uncertain federal funding picture. It must be remembered that we won significant increases in federal funding at a time when funds availability was shrinking, generally, across the nation. This can only have resulted from a vastly increased confidence in our capacity based upon our vastly improved performance.

### CAPITAL IMPROVEMENTS:

### THEN

- \* HUD had awarded the Authority NO FUNDS for modernization in the 1986-87 fiscal year based on the agency's inability to plan and execute a capital improvement program. In the 17 year period immediately preceding, the Authority won an average annual modernization award of only \$5.2 million
- \* The \$20 million reconstruction of Robert B. Pitts Plaza had been stalled for several years leaving the old development abandoned and unoccupied
- \* The Authority did not have a comprehensive, up-to-date Capital Plan as required
- The Authority had been consistently cited for failure to spend modernization funds in a timely manner. Several million dollars in federal modernization funds remained unspent.

### NOW

- A total of \$86.2 million in modernization funding was awarded between 1989 and 1993, an annual average of \$22.5 million
- \* In the first year of this administration HUD expressed its faith in the agency's potential by awarding more than \$8 million in modernization funding. In the second year, based on improved performance, more than \$16 million was awarded.
- \* The stalled reconstruction of Robert B. Pitts was begun and completed. The promise to return residents long since relocated to other sites was kept
- A comprehensive capital plan fully meeting all requirements was completed, establishing the cost of achieving 20-year viability at nearly \$350 million
- The backlog of unspent modernization funds has been eliminated, establishing the SFHA as one of the few large authorities with no backlog.
- Master plans for the reconstruction of Bernal Dwellings and Plaza East, two of the most seriously distressed developments, have been completed and funding applications submitted and are awaiting decision
- \* Master plans for 2 additional developments, North Beach and Hayes Valley are being developed. Innovative methods are being planned for the reconstruction of these sites as mixed income, mixed commercial-residential locations

The \$50 million renovation of Sunnydale, the Authority's largest development, is planned and construction on model building underway.

Large city public housing authorities have lived for many years with the burden of inadequate funding of facility modernization and a strangling, often contradictory, set of bureaucratic rules which make it difficult to spend even the little they receive. That has been true here, as well. Some large city authorities have lacked the capacity to spend the funds allocated to them, and that certainly was true here. During the past 4 years, more capital improvement funding has been secured for this agency than in the 17 previous years combined. Moreover, while we were once considered among the agencies unable to properly spend funds in a timely manner, we are now among the few with no appreciable outstanding unexpended funds.

Our success at securing money for capital improvements has made possible a number of major modernization projects, completed, currently underway, or scheduled to commence. Included among them are roof repair/replacement and waterproofing projects which will put an end to the leak problems consistently experienced every rainy season, installations of emergency power generation in high rise senior buildings, almost total modernization of elevators, modernization of heating plants, conversion of dwelling units for use by disabled residents, and similar large scale projects across the system.

We cannot, however, feel completely content about the dramatic improvement in capital funding because, even if the rate at which we receive funding remains as high, we will not be able to meet all our documented capital needs in less than 25 years. Even at the current rate of funding, we can expect the deterioration of time and wear and tear to outrun our ability to keep pace. It will be essential to avoid the ravages of deferred maintenance which we inherited and

are still struggling to overcome while we keep up the full court press for significant increases in federal appropriations.

# SECURITY, RESIDENT SERVICES, AFFIRMATIVE ACTION,

## AND ECONOMIC OPPORTUNITY:

## **THEN**

- \* No special security programs in place
- \* No security present in senior buildings
- \* Resident services program consists of a staff of 3 and programs in infancy at 3 developments
- \* No formal resident hiring programs in place
- \* Residents represented less than 10% of SFHA work force
- \* No apprenticeship opportunities for residents
- \* No resident-operated businesses in place

#### NOW

- SFHA provides \$1.8 million annually to contract with SFPD providing 23 additional officers and 3 supervisors at family developments. Statistics show a drop in crime at public housing sites of between 9 and 20%
- \* Security guard coverage begun at senior buildings in higher crime areas providing up to round-the clock presence
- Resident service department expanded to 15 staff, more than \$3 million in grants received to combat drugs, and services expanded to () sites
- Formal resident hiring preference program introduced in 1989 results in hiring of 129 residents by the Authority and an increase in resident presence in thw work force to 17%. Program includes significant grace period before rent increases are effective
- Apprenticeship agreements are negotiated with each craft union representing SFHA employees. Seven residents placed in union apprenticeship positions
- Affirmative action policy and department created and procedures developed requiring resident hiring, apprenticeship opportunities, and maximum utilization of minorities and

women in all major contracts

- Resident employement recruitment, job readiness, and placement program developed and implementation contract with a private community organization developed
- For-profit resident business ventures undertaken at 6 developments including operation of laundry facilities and a parking lot near Candlestick Park

In my first report to you I said:

"We are, first and foremost a provider of housing. But it would be folly to believe that we have a chance of succeeding at our primary mission if we fail to acknowledge that our residents have other life needs and embrace a role in advocating for them."

We have certainly been true to our word. In cooperation with community service organizations across the city (Boys and Girls Club, Recreation and Parks Department, Haight-Ashbury Clinic, Glide Memorial, S.F. Educational Foundation, Head Start, to mention a few) we have developed a broad, multi-faceted resident services program which is considered a model for the nation. In an appendix to this report, I have included a description of the full array of activities which have become mainstays of our resident service program. More recently, we have begun to explore a relationship with the San Francisco Unified School District aimed at improving the quality of education provided our resident young people and drastically reducing the drop-out rate which is significantly higher among public housing residents than the population-at-large.

We have been philosophically and practically committed to directing some of the increased funding we have received to the economic benefit of residents. Better educational opportunity, job training, expanded employment opportunity, child care, and social and health services, are all essential ingredients in the recipe. They are alive and growing at the San Francisco Housing Authority.

### RESIDENT MANAGEMENT

Resident Management is a subject deserving its own discussion in this report partly because it is important enough but also because it has been a major source of controversy swirling around my administration of this agency.

In my first report, I described the balanced view I hold of the applicability and efficiency of resident management. I said then that resident management was not a panacea for the solution of all public housing's ills but, under the right circumstances could be a very effective tool for improving the conditions under which residents live. It is exactly that and not more. Resident management is not a crusade or political rallying cry. In recent years, it has, regrettably, been used that way, and the concept has been consequently demeaned. Worse, in San Francisco the concept has been used illogically to brand some of us as anti-tenant.

To be clear, I suggested in 1989 that there should be at least one resident management effort underway by 1995. In fact, there are now 6 RMCs in one stage or another of work and there is the prospect of 3 more! Will they all succeed? Perhaps not, but several undoubtedly will. This agency is committed to working with those resident organizations which are serious about the endeavor and mean to succeed. When HUD funded only two of the 5 resident management grants in 1990, the Authority, on its own, funded the remaining 3.

How, then, have some been able to persuade others that we are anti-resident management and, thus, anti-tenant? They have done so by inextricably linking two completely different programs: resident management and conversion of public housing to home ownership. I have always been, am now, and will continue to be unequivocally opposed to the sale of precious

public housing units to anyone whether he be a public housing resident or not. At the same time, I believe deeply in the concept of capacity-building and self-determination. Resident management is one of a number of ways of achieving these goals. Those who have spoken of my opposition to selling off this precious public resource have spoken the truth. Those who have, by extension, spoken of my opposition to resident management have NOT spoken the truth. It IS possible, and quite consistent, to oppose one and favor the other, and I do.

I do not turn back to you a perfect housing authority. I do turn back to you for your safe keeping a housing authority far more capable of fulfilling its mandate than it was when you brought me here. It is stable, financially healthy, capable of developing plans and carrying them out. It is a public housing program of which its parent City can and should be proud.

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I remember a conversation with an employee soon after I became your Executive Director. He spoke of feeling embarrassed on paydays when he went to the bank to cash his check and had to endure the teasing of bank tellers when they saw the name of his employer. That does not happen any longer. We have restored employee morale because we have made employee morale a high priority and because our achievements have been a source of pride among our staff.

I remember a number of conversations with residents then which reflected the despair and sense of futility many felt. That is no longer so. It is so clear that, even among those who disagree with us most vehemently, the spirit to fight on has been restored.

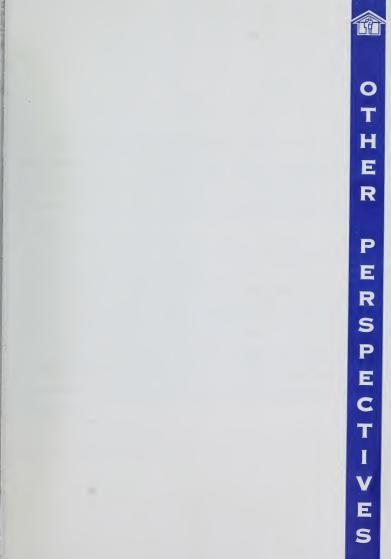
This is no ordinary public program, and we serve no ordinary clientele. Our clients are

among society's least economically competitive. Social problems hit them hardest, and their political voices are weak. To many segments of society, they are all but invisible. Yet, I have learned, they are among the most capable and, perhaps strangely, among the most hopeful. They look to us to advocate with and for them and they expect us to use our skills and positions of influence for their good. I have tried to remember these simple truths every day I have served as this agency's leader and, I would like to believe, have served that cause faithfully and well. I implore you to also remember those truths every day of your stewardship as Commissioners and to build on what we have accomplished.

San Francisco's public housing program is among the more highly politicized in the country. This is unfortunate because the intrusion of politics rarely serves the program well. It is also not surprising. San Francisco is, after all, an "activist" city. I have always thought of activism as a necessary, if sometimes uncomfortable, means to a beneficial end. Here, activism seems to be an end in itself. Consequently, often the end results is the discomfort without the benefit.

It is right and necessary that you give due consideration to the influence of politics but do not be intimidated nor allow you decisions to be driven by them. Instead, take care and do right. Though you may be criticized and the political cost may be high, the residents (your primary, if not only client) will be grateful, the city will be a better place, and you'll sleep well at night.

God bless.





#### 350 Ellis

"There's a feeling of calm" says Thelma Kavanagh when you ask her about life in her public housing senior building. Ms. Kavanagh lives in the middle of the Tenderloin at 350 Ellis Street. Formerly president of her resident association, she deliberately chose to live at 350 Ellis in order to be near the organizations where she worked--Glide Memorial and later St. Anthony's.

"Now its different--much different, but there were serious problems-four years ago you were afraid to open your door," she continued.

"The building has been spruced up inside and units are being painted," Ms. Kavanagh added saying "There's a confidence in the Housing Authority itself--before, nothing was safe, robberies were frequent-televisions were stolen from the social room and things couldn't be left in the kitchen. Undesirable tenants conducted illegal activities--but they're gone. We got everything we requested in our mini-grants. There are locking front French doors and a new intercom system to the apartments. Security guards work with residents to make sure the building is secure."

Ms. Kavanagh concluded by saying "I am also very proud of our newly elected officers--we have worked hard to get to this place and we did it hand in hand with Housing".

### **Clementina Towers**

Paul Lee and Bernice Keola consider it "just an average bingo game" but first the number is called in English--then its translated into Chinese. The callers are the president and vice president of the resident association. "We just have one family here," says Bernice, a resident at Clementina for fourteen years.

Mr. Lee, a resident 11 years said "Things are better now than before." He cites the presence of a new manager and group activities as part of the success at Clementina. Bernice--whose Hawaiian name "Kuulei" means "Lei of Love", says that Mr. Chung, their manager "comes and sees for himself what problems we have." While some maintenance jobs take a little longer than residents would like, Bernice adds "you have to give them a chance to respond." For many at Clementina, the daily routine includes early morning walks, socializing in the large community room, lunch at the nearby Wolfe House (for \$1.25), afternoon soap operas and visiting with family. "We get along beautifully, we just have to continue to watch out for one another -- and not let just anyone in who buzzes," Mr. Lee noted--we have security guards for part of the day-maybe we could extend the hours ... but overall, everything is normal" he said.



#### Hayes Valley

Usually, if you see one, you see the other: Hasinah Rahim and Marie Swanson--two resident leaders from Hayes Valley. Now, however, Marie is not at the usual Commission meeting--she's working as an outreach coordinator with the Family After Care program on site at Hayes Valley. Hasinah has been operating the summer youth program sponsored by the Mayor's Summer Lunch and arranging field trips through Speaker Willie Brown's Youth Task for youth at the site. She also serves 60 meals a day for youngsters enrolled in the summer lunch program and has been working the Housing Authority staff on the redesign of the entire Hayes Valley development. "It's a busy time, " Hasinah says. At Hayes, its going to be busy for quite awhile.

"We're working with an architect-developer team now on redesigning the development," Hasinah says. The master plan calls for a mixed income development--60 percent low income residents and 40 percent middle income residents. The family development will consist of three-story townhouses facing the street; there will also be garages.

Hasinah has lived at Hayes Valley six years and initially was not active with the tenant association. In many ways, Hasinah says, "we still have the same problems we had when I moved, including drugs, but now, I've made myself part of the solution."

"I've gotten to know the residents--working with the children in the lunch program brings me in contact with a lot of people. We also keep in touch with our seniors--though

there are not many. Our senior representative checks in with them daily" she added.

For all of Hayes Valley, the bottom line is that residents are involved in the key decisions affecting their development, "it's our goal to do away with illegal drugs and build a community that nurtures our youth and families--we just have to keep our focus" Hasinah declared.

#### Hunter's View

"I've only been in office a year, but we've already opened our laundromat, set up the Head Start Office, established a tutorial program, opened a Tenant Office and are about to have a Grand Opening for the only 24 hour on -site recovery program for public housing families in the Bay Area," Alice Richardson says with well earned pride. Hunter's View also has a resident management association where Rev. Willie Carter was recently elected president. "We plan to work closely with the RMC", says Ms. Richardson, "while we have accomplished a lot, there is much yet to do" she said adding that "We need something for the youth--programs for teens, somewhere for them to go, game room activities, basketball courts." Hunter's View leaders also believe the youth need jobs and economic opportunities. "This is very important to us--we've got to get our kids off the corners and into something constructive, these will be our goals over the next year", Ms. Richardson concluded.

### **Mission Dolores**

On August 7, John Merchant celebrated his 75th birthday with a big bash at Mission Dolores. President of the Resident Association for seven years, Mr. Merchant says the folks at Mission Dolores "love a good party." Not only did they celebrate Cinco De Mayo this year, they also acknowledge holidays, and "special" birthdays. Mr. Merchant claims to have learned "passable" Spanish in order to communicate with residents where 67% of the tenants are Spanish speaking. Residents raise money by selling coffee and donuts, have breakfasts, collect cans and sponsor special events.

He too noted the presence of security guards added to the sense of safety at the Mission district senior building with a beautiful outdoor area "It's good until the wind whips up in the afternoon--then we have to go inside," he declares. An ongoing concern: maintenance. "There is a need--and we're going to get to it."

#### Ping Yuen

1993 turned out to be a historic one at Ping Yuen according to Mrs. George Lee, "for the first time, Housing celebrated the Chinese New Year", she noted. Residents from developments throughout the city were invited to what turned into a huge party with the San Francisco Police Department Lion Dance team and refreshments for nearly 200 people. "No

other Directors did that," Mrs. Lee noted.

Mrs. Lee has lived at Ping Yuen for 41 years--"things are 'OK' at Ping Yuen," she'll tell you when discussing the family development in the heart of San Francisco's Chinatown.

"In the last couple of years he has brought a lot of money to the city--and I think the Tenants Association wants to send a letter to acknowledge that", she said recently.

### Robert B. Pitts

"I'm back at Robert B. Pitts after eight years of living in another development, and we couldn't have done it without Gilmore," says Eva Mae Williams, President of the Resident Association. Robert B. Pitts is located on the site of the former Yerba Buena Plaza West complex. All the buildings were vacated ten years ago when plans for a new development were developed. The plans were stalled as a result of neighborhood opposition and funding shortfalls. "Former Mayor Feinstein opened the door, former Housing Director Clay worked with us but David Gilmore put it all together," Mrs. Williams said. "Plaza West was torn down and rebuilt under his tenure, tenant management came on site and included a wide variety of things such as resident screening and operating the laundry. Decentralized maintenance means we know who our superintendent is and he is very responsive," Ms. Williams continued. Robert B. Pitts residents "work well with all the Housing Authority employees," Ms. Williams adds--"they are so supportive." A key component to the success at Robert B. Pitts is resident involvement in

major decisions. Involvement starts early: "youngsters at our site help clean it up every Saturday through the "Pride Corps"--they range in age from 4-12 and each gets a lunch, snack and a little stipend--that way this community is really theirs--they live in it, they maintain it, they love it ... this is what Robert B. Pitts is about, this is our future" Ms. Williams concluded.

# Valencia Gardens

"When I moved here four and a half years ago," Fanny Flores says, "the parking lot was so crowded at night with drug activity and cars from all over that we couldn't sleep.--I wanted to move again right away." Now, Flores says, "I wouldn't want to live in any other development."

What's different is the fact that the Housing Authority enforces its no trespassing regulations and cars not belonging to residents are towed. Valencia is also a site targeted for extra police patrols and the community is well known to "Officer Mike." The parking lots are no longer used for illegal drug activity--although the corner at 15th and Valencia needs attention "We are a close community--we are working with Housing and the police to make sure our children have somewhere safe to grow up," Fanny concludes.

Lena Ingram, also a Valencia resident, recently participated in a graffiti clean up in conjunction with President Clinton's Summer of Service program. "I'm so proud they haven't written all over the walls again," she says of her development. She dreams of a national summit

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on community programs responding to hunger, homelessness and health issues---"we could start with a local one right here at Valencia Gardens," she adds. Lena also dreams that her children will not live in public housing when they grow up--but until that day, she says, "we must continue to improve what we have. It took a long time to change things out here, but change has come."

# A Union View

"I have a history with Housing Authority Directors going back to 1967" says Jerry Hipps of Local 14...and we've seen more progress in these past couple of years than in all the previous time" he continued.

Local 14 represents custodians and security guards at the SFHA, and Hipps credits the agency's director with "openness and candor...Gilmore puts all his cards on the table," Hipps added. Hipps concludes "He's been creative and positive force with great energy.

# SFHA Apprentices

# On The job

"Don't get happy 'til you build something," Yolanda Tompkins grandfather told her

when he heard she was going to be an SFHA carpenter apprentice.

Robert Coats Jr. also listened closely to his grandfather's advice to "always help if you can". Volunteering as coach of a public housing baseball team has led to Robert's current position as a carpenter apprentice.

Yolanda and Robert, Andre Ducey and LaMar Merrit (painter apprentices) Jose Penate (lino-layer apprentice), Melvin Green (Force Account) and Leslie Clark (plumber apprentice) make up the SFHA apprentice corps.

Yolanda was motivated to complete the four-year apprenticeship and obtain journey status by her two-year old daughter Deona. An SFHA resident who lives at the Sunnydale development, Yolanda says she puts in full days getting up at 5 am to bathe her baby and get to child care before she arrives at 90 Kiska Rd. for her 7:30 am shift.

"It's fun being the only woman working with all the guys--they had a meeting before I came and talked about watching their language and stuff like that. But there have been no problems. I mix in quick so they've been great to work with," she added.

Yolanda hasn't started working with power tools yet, "She's got some training to go through before then", according to Jon Miracle, Superintendent for the Hunter's View area. She'll also attend classes every quarter or so for one week in Pleasanton where the union will provided additional skills training.

Melvin declares that he was "living large" and at 18 years of age, went to jail. Jail food and getting up early helped him "make the switch" at the same time he began to read a lot. Attending 15-20 funerals of his friends also helped turn him around. "Black youth don't

like working for low wages" he says but he did with the Conservation Corps. "It's hard when everywhere around us there are images glorifying \$1,000 a day drug lifestyles and clothes and cars." Melvin credits his mother and the Omega Boys Club with supporting him and says his role on the National Steering Committee of Youthbuild USA helps keep his focus on the future.

Robert, a preapprentice for a year and apprentice for two years has two more years to go before journeyman status. "I was right on the edge, I had been in the wrong place at the wrong time too much so I decided to go into the Army and straighten out" Robert said. After the Army, he came back to San Francisco and was spotted by an SFHA manager helping youngsters with their softball team. A former SFHA resident, Robert still lives in the neighborhood. "I am ambitious," he said, "for a guy with my education, this is a great job."

Robert has a high school proficiency certificate and Yolanda graduated from Wilson High School. If an applicant is interested and does not have a high school diploma or GED (a requirement for apprenticeships), that individual may study for one through the Ella Hill Hutch program. Yolanda went through another job training program and with Ella Hill Hutch before she landed the SFHA apprenticeship.

"They're doing great," Jon Miracle, Hunter's View Superintendent said of the two apprentices under his supervision. "This is the best way for the Housing Authority to help-to give jobs in a real craft."

Currently, the SFHA has seven apprentices enrolled in the carpentry, lino-layer, paint

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and plumbing crafts.

Entry pay for apprentices is set by State apprenticeship standards and typically runs about 40% of journey rates. Translation: an apprentice carpenter can earn \$9.42 per hour or 40% of the \$23.56 per hour wage of a journey carpenter.

"This is one of the finest apprenticeship programs in the country" according to Bill . Wong of Local 222 Carpenter's Union.

"The apprentice learns the trade in the field, through classes and instruction by journey carpenters," he continued. "It's a life-long opportunity," he added.

# San Francisco Civil Grand Jury July 19, 1990

The Jury drew two principle conclusions from its investigation. First, many of the City's housing developments are in serious trouble--they are badly maintained, scary places in which to live. Second, the new Executive Director whose term began on May 8, 1989, is vigorously attacking the problems the Jury identifies in this report. As outlined in his First Six Month Report issued in December, 1989, he is achieving some significant success.



# San Francisco Chronicle

June 6, 1991

Three years ago, conditions in some San Francisco Housing Authority developments were so bad that federal officias blamed its management for virtually turning over half of its units to drug dealers.

Now, the U.S. Department of Housing and Urban Development is saying that the trend has reversed and that the City's much-maligned landlord of last resort eventually could be dropped from the agency's list of 24 large, troubled housing authorities nationwide.

In an interview yesterday that followed meetings with city officials and tenant leaders and tours of nine developments, Joseph Schiff, HUD's assistant secretary for public and indian housing, gave the authority high marks for reducing crime and filling all but about 65 of the [300] vacant units that plagued it three years ago. He also said a new system for responding quickly to maintenance problems has helped the authority to prevent takeover by vandals and drug dealers in many developments.

"I think there's light at the end of the tunnel", said Schiff. "I feel very good about this visit".....

....."When you see a smile on a mother's face, you have to know she feels better", said Julian Fitzhugh, HUD's regional director who has monitored the authority for many years.

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# SAN FRANCISCO HOUSING AUTHORITY HIGHLIGHTS

 SFHA declared "Off The List" of nationwide troubled housing authorities by HUD in 1992 after eight years on list; 1993 Performance Appraisal reconfirms SHFA is a standard performing agency.

# MANAGEMENT AND MAINTENANCE

- The SFHA has successfully maintained an occupancy rate of 98%+ over the past 2 years. This
  follows having increased the occupancy rate from 90 percent to over 98 percent in under three years.
- Maintenance staff has more than doubled at the same time the agency completely decentralized its maintenance program.
- The SFHA has reduced the time it takes to complete non-emergency maintenance work orders from more than a month to 15 days.
- The SFHA decreased the average time required to repair and turnaround vacant units from an average of 125 calendar days to under 39 days.

#### SECURITY

- An on-site security program was implemented to enhance resident safety at senior public housing developments. Funding in the amount of \$650,000 is being provided through the Authority's Fiscal Year 1993 operating budget for this purpose.
- Over \$3.5 million in federal funds was secured to deploy additional San Francisco Police Department
  officers in order to increase security at public housing development sites city-wide. The Police
  Deployment Program has resulted in an increase in the number of calls for service and a decrease
  in drug-related crime according to SFPD statistics.

#### RESIDENT SERVICES

- Nearly \$3 million in Drug Elimination Program funds have been awarded to the SFHA over the past
  three years. Funding has supported the first on-site recovery program in public housing in the Bay
  Area as well as youth recreation and employment programs, boys and girls club activities, and the
  SFHA mentor program.
- A comprehensive network of counseling, support, and recreation services for public housing residents has been developed.
- The SFHA established Head Start Programs at two sites providing preschool services in conjunction with a number of community providers, with three more about to be implemented.

#### FISCAL MANAGEMENT

- The SFHA repaid \$12.5 million debt to HUD and local utilities.
- Operating reserves increased from 0 in 1988 to \$9.2 million as of September 30, 1992.
- New allocations of Section 8 subsidized units from 1989 to the present include 1,041 new units. This
  brings the total number of Section 8 units to 5,419 representing budget authority of over \$337
  million.
- Strong internal budget controls have resulted in operating expenditures well within budget levels (and less than operating revenues) for each of the past four fiscal years.

- All 161 audit findings from three prior independent audit periods have been successfully closed.
- SFHA has aggressively pursued additional funds to improve services to public housing residents. Funding identified and successfully claimed by the SFHA within the past two years includes \$1.2 million reimbursement for energy cost savings achieved; and \$1.6 million for costs attributable to increased FICA employer contribution rates in recent years.

### CAPITAL IMPROVEMENTS

- The SFHA brought \$86.2 million in modernization funds to San Francisco during the period from 1989 to 1993 or an average of \$17.2 million per year. An additional \$4.6 million was generated from Community Development Block Grant funds.During the 17-year period prior to 1989, the SFHA received on average \$5.2 million per year.
- The SFHA has collaborated with residents, the San Francisco Conservation Corps and a host of
  community based organizations to generate support for a \$50 million reconstruction proposal for
  Bernal Dwellings and Yerba Buena Plaza East. The proposal is pending before HUD.
- The SFHA has developed masterplans for the major reconstruction of seven developments. A \$50
  million reconstruction project at Sunnydale is underway.
- The SFHA was the first in the country to replace a poorly-designed highrise public housing family development with new low-rise buildings, Robert B. Pitts, a more than \$20 million development.
- The SFHA is successfully completing the modernization of the Alemany development at a cost of \$8.8 million.
- The SFHA has undertaken testing of all family public housing developments for the presence of lead including paint, dust, and soil testing.

#### RESIDENT MANAGEMENT ACTIVITIES

 The SFHA is working with six resident management groups. The grants funding these program activities range from \$40,000 to \$223,000, totalling nearly \$600,000.

#### ECONOMIC DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES

- A total of 129 residents have been hired by the SFHA as a result of the resident hiring program established in 1989. Residents represent 17 percent of the agency's workforce. As part of the SFHA's affirmative action efforts, all contracts now include language requiring the hiring of residents.
- A new apprenticeship program negotiated by the Authority with its craft unions generated seven apprenticeship placements for residents.
- Contracted with community based organization to expand the Employment Preparation and Placement Program citywide. Over the past year more than 900 residents have participated in the program and more than 200 have been placed in jobs.
- Resident-operated laundry facilities are in place at five developments. Receipts from the laundries
  will be used to benefit the residents living in the individual communities.
- Residents have explored for-profit businesses and one development launched a successful venture that
  generated significant revenue from a parking lot. Revenue from the parking lot goes to the resident
  association for programs identified by the association.

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# SAN FRANCISCO HOUSING AUTHORITY ON SITE PROGRAMS

# CHILDCARE PROGRAMS

- \* Westside
- Plaza East
- \* Hunter's View (Sept. 1993)
- Ping Yuen
- Sunnydale
- \* Valencia Gardens
- \* Potrero Annex/Terrace
- \* Hayes Valley (Jan. 1994)
- \* Potrero Annex Terrace Infant Day Care (Jan. 1994)

# TUTORIAL PROGRAMS

- \* Alice Griffith
- \* Sunnydale
- \* Valencia Gardens
- \* Hunter's View
- Bernal
- Hayes Valley

# YOUTH RECREATIONAL PROGRAMS

- \* Sunnydale Boys and Girls Club
- \* Sunnydale Girls Academy
- \* Alice Griffith Boys and Girls Club
- \* San Francisco Recreation Program at Bernal
- \* Ping Yuen Latch Key Program
- \* San Francisco Housing Authority Recreation Program (City-wide)
- \* Holly Courts Afterschool Program
- \* Hayes Valley Youth Enrichment Program
- Late Night Hoops
- \* Midnight Basketball

# DRUG TREATMENT PROGRAMS

- \* Alice Griffith Drug Treatment Program
- \* Hunter's View 24 hr. Drug Treatment Program (March 1993)

- \* Hayes Valley Aftercare Program
- Valencia Garden Drop In Program
- \* Drug Education and Awareness Programs (City-wide)

# HEALTH CARE

- \* Alice Griffith Public Health Nurse
- \* Women Infant and Children Program (WIC)
- Westbrook/Hunter's Point A East, Sexually Transmitted Disease Program (STD)
- \* Sunnydale Health Clinic
- Sunnydale Women's Support Group (March 1993)

# FOOD DISTRIBUTION

- \* Sunnydale EOC
- \* Alice Griffith EOC/Senior Lunch Program
- \* Ping Yuen EOC
- Valencia Gardens EOC
- \* North Beach EOC
- Various Senior Sites EOC
- Summer food programs at various sites

# EMPLOYMENT PROGRAMS

- \* SFHA Resident Hiring Program
- \* Ella Hill Hutch Employment Preparation and Placement Program CAPERS
- Summer Youth Employment Program
- \* Resident Apprenticeship Program

# ECONOMIC DEVELOPMENT PROGRAMS

- \* Alice Griffith Resident Operated Parking Lot
- \* Resident Operated Laundry Facilities:

Robert B. Pitts Plaza East Hunter's View North Beach

- Ping Yuen
- Planned Resident Operated Laundry Facilities Hayes Valley Bernal Dwellings
  - Westbrook

 Other Resident Economic Programs planned: Pest Control Moving Company Janitorial Company Mini Market

# RESIDENT MANAGEMENT CORPORATIONS

- \* Robert B. Pitts Resident Management Corporation
- \* Holly Courts Resident Management Corporation
- \* Sunnydale Resident Management Corporation
- \* Alemany Resident Management Corporation
- \* Potrero Annex/Terrace Resident Management Corporation
- \* Hunter's View Resident Management Corporation





